

This information is in basic agreement with that accumulated from other sources, files, OS, etc., which consider that 20 of the Atoll's 42 islands are in need of cleanup and rehabilitation. (See Answer 4.)

Question 3: Describe the Bikini and Eniwetok land use histories.

Answer 3: See the attached memorandum from Cochran to Swindle, subject: "Answers to Questions Posed by G. Wiltrout, DMA, on July 27, 1971."

Question 4: Request suggested AEC schedule including chronology of requirements and magnitude of AEC effort during cleanup.

Answer 4: See attached paper from NV which has been staffed through AEC Headquarters.

Question 5: How many Marshallese are expected to return to Eniwetok Atoll?

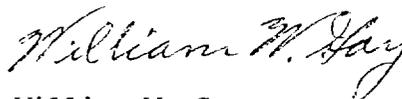
Answer 5: The answer is unsettled and probably not now capable of absolute determination. The answer turns on eligibility. Records indicate that 120 persons were removed from the Atoll. Estimates on those eligible to return range from that figure to about 200.

Efforts are being made to obtain a figure from the Department of the Interior, Office of Trust Territories.

Question 6: How was contaminated Bikini soil disposed of?

Answer 6: There was no need to decontaminate the soil at Bikini since there was no contamination by direct means (i.e., explosions on or directly over the islands. Most shots were from barges, etc.) The preponderant source of contamination resulted from fallout only.

Source: Joe Deal, DOS.



William W. Gay
Captain, USN
Assistant Director for Tests

Attachments:

1. Cy memo fm Cochran to Swindle dtd 7/29/71
2. NV Paper re Eniwetok Atoll Cleanup



UNITED STATES
ATOMIC ENERGY COMMISSION
WASHINGTON, D.C. 20545

JUL 27 1971

D. R. Swindle, Assistant Director for Logistics, DC

ANSWERS TO QUESTIONS POSED BY G. WILTROUT, DMA, ON JULY 27, 1971

Question 1. By what virtue or authority did AEC move into Eniwetok at the time we (AEC) went into testing there?

Answer: On July 18, 1947, (E.O. 9785) the military government at Eniwetok and Bikini was transferred to DOD for administration by the Navy. E.O. 9785 was revoked on June 29, 1951, and jurisdiction was transferred to the Department of Interior effective July 1, 1951, by E.O. 10265.

AEC apparently began the Bikini testing in 1946 under authority of the military government then in charge. The Eniwetok testing apparently began under DOD jurisdiction (Navy Administration) in 1947 or 1948.

Question 2. What were the conditions of transfer of Eniwetok to whomever AEC's successor was?

Answer: On July 1, 1955, the AEC and the DOD were testing on Eniwetok under a written permit from the Department of Interior to DOD (AEC and Interior agreed to execute no formal occupancy agreement). On December 23, 1955, an Interagency land agreement between the Department of Interior and Navy gave AEC official occupancy rights but did not specify AEC rights and duties. Therefore, on June 30, 1960, a contract was entered between AEC and DOD by which Eniwetok was transferred to the Navy. Under terms of this agreement, Navy accepted all property interests of AEC; the Navy was to dispose of its property loaned to AEC; AEC agreed to provide periodic Rad-safe surveys at Navy's expense (the Navy may have contracted with the AEC prime contractor, Holmes and Narver, for this work). There is no mention of clean-up responsibility, but Navy's responsibility for contamination survey indicates its responsibility for clean-up after the AEC transfer of Eniwetok.

Question 3. What would be our responsibility today for essentially the same problem we got involved in at Bikini (clean-up)?

Answer: The above history of Bikini and Eniwetok indicates AEC had few, if any, contractual obligations to perform clean-up at its own expenses and no public pressures which would compel it to do so. Today the contract terms would determine whether or not AEC would fund a clean-up. As to the physical clean-up, it would appear from recent situations such as Weldon Spring raffinate pits and Lake Ontario Ordnance Works that AEC would be responsible for taking action to perform clean-up if AEC had been a principal contributor to or cause of the contamination, absent any contractual transfer of this responsibility to a licensee or other Federal agency.



William R. Cochran, Real Estate
Management Specialist
Division of Contracts

TALKING PAPER FOR VISIT WITH GENERAL DUNN

I. Issues

- A. Identification of DNA contact officer.
- B. Whether engineering survey of August 9, 1972, is required.
- C. If this engineering survey goes, would H&N engineers be of help. (Currently no space on MAC flight to Eniwetok.)
- D. Interface of AEC and DOD funding. (AEC should fund direct radiological survey costs. DOD should provide logistic support for radiological surveys, for all engineering surveys, and for all cleanup costs.)
- E. PACE status and any adverse impact on subsequent cleanup.
- F. The island of Eniwetok should be reserved as the logistic base.

II. Chronology

- July 1971 DOD personnel (accompanied by AEC & EPA personnel) made visit to Eniwetok for PACE site selection purposes.
- March 1972 DOS and NV representatives visited Eniwetok to plan preliminary survey.
- April 1972 Ambassador Williams announced return of Eniwetok to TTPI by the end of 1973.
- May 1972 AEC preliminary survey of Eniwetok.
- May 1972 Visit to Eniwetok by NV Assistant Manager for Operations, Trust Territories officials, and nature leaders.
- May 1972 Decision to quarantine Runit.
- July 26, 1972 PACE surveillance team to Runit.
- August 3, 1972 ... Generals Dunn and Cannon discuss Eniwetok policy. See issues above.
- August 9, 1972 ... DNA engineering team visit Eniwetok for cost and time estimates.

Week of August 7 AEC-DOD planning meeting at NV.
About August 21 Proposed interagency meeting on Eniwetok.
September -
October 1972 Commence radiological survey of Atoll.
October 1972 -
January 1973 Initiation of cleanup of Aniyaanii, Japtan,
Parry, and Eniwetok.
October 1972 -
January 1973 Construction of radiochemical laboratory.
End of 1973 Commence final survey and cleanup.

III. Support Requirements

A. First Phase (through October 1972)

1. Housing and feeding support.
2. 2 jeeps.
3. 2 LCM's and crew.
4. Survey team -- Health physics & engineering (about 25 persons). (See Attachment 4.)
5. Designation of principal DOD agency-in-charge. (Roger Ray recommends DNA rather than SAMTEC. Ray also recommends use of H&N as prime support contractor.)
6. Helicopter -- For radiological survey.
7. Precleanup aerial photo documentation.
8. AEC ship Palumbo on the present schedule.
9. More frequent air transportation in and out of Eniwetok.

B. Second Phase (November 1972 to completion)

1. Continue first phase support.
2. Cleanup crews.
3. Heavy equipment -- bulldozers, trucks, etc.
4. LCU (Landing Craft Utility).

Attachments:

1. Memo fm NV to GM
dtd 6/8/72 w/Enclosure
2. TWX fm NV to AGMA
dtd 8/1/72
3. Map of Eniwetok Atoll
4. Radiological & Engineering
Survey Team

August 2, 1972



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UNITED STATES
ATOMIC ENERGY COMMISSION
NEVADA OPERATIONS OFFICE
P. O. BOX 14100
LAS VEGAS, NEVADA 89114

JUN 5 1972

R. E. Hollingsworth
General Manager, HQ

ENIWETOK

During the past approximately one year, NV has become aware of, and I have become increasingly concerned about, certain conditions and activities at Eniwetok Atoll. My concern stems from three facts:

- a. It has appeared probable that Eniwetok, which has not yet had a Bikini-style radiological cleanup, would soon be a candidate for rehabilitation and return to the Marshallese. Since mid-April 1972, this probability has become reality, with a public commitment by the United States to return Eniwetok to the Trust Territory of the Pacific Islands by the end of 1973. (See Encl. 1).
- b. It has been known, due to the nature of the testing which was conducted at Eniwetok, that cleanup and rehabilitation when it did occur would be significantly more difficult and more costly than had been similar activities at Bikini. It was also suspected that increased environmental sensitivity and political and public visibility would be complicating factors in an Eniwetok rehabilitation.
- c. There were and are on-going activities of the Department of Defense and other public and private agencies which could aggravate the known (and unknown) radiological problems and which could subject their participants to unnecessary and unacceptable radiological exposures.

The following is a chronology of recent NV actions pertaining to Eniwetok:

July 1971	NV and EPA participated with Air Force PACE Program personnel in a preliminary site selection visit to Eniwetok. The Air Force
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ATTACHMENT 1

Weapons Laboratory was furnished a copy of the report of NV's radiological survey, which included certain recommendations regarding radiological safety and control. At this time the Island of Runit (Yvonne) was identified as a significant and potentially serious radiological hazard area.

August 1971

NV participated with Dr. Walter Schmitt of Scripps Institute of Oceanography in discussions of aquaculture experiments which he proposed to conduct on Runit Island. NV representatives expressed concern because of the known widespread contamination of Runit and strongly recommended the adoption of stringent radiological surveillance and controls including a bio-assay program for all participants.

March 1972

NV representatives together with the Director, DOS, Hq, made a liaison and planning visit to the Trust Territory in connection with a planned May '72 survey of Bikini. The NV representatives took this opportunity to visit Eniwetok for a firsthand view of the operational implications of a preliminary survey of Eniwetok. At the conclusion of this visit, NV recommended informally and later formally and in writing that the Air Force adopt more stringent and comprehensive radiological control of Eniwetok Atoll than had been observed during this visit.

May 1972

The AEC survey team having completed its survey of Bikini Atoll devoted approximately one week to a preliminary survey of Eniwetok. Although this was not separately funded, it was done with DOS approval and at small incremental cost.

May 1972

NV Assistant Manager for Operations accompanied Trust Territory officials, Eniwetok traditional native leaders and others on a visit to Eniwetok. Two members of the NV survey team were retained at Eniwetok to provide a radiological escort for this visit.

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May 1972

Enroute returning from the Eniwetok visit, NV representatives while at Kwajalein learned of certain disquieting results of the survey which had just been completed. Preliminary laboratory analysis had confirmed the presence on Runit Island of pieces of either plutonium metal or of another metal heavily contaminated with plutonium. A recommendation was therefore originated on Kwajalein addressed to the host agency (USAF SAMTEC) recommending that Runit be quarantined until appropriate radiological control actions could be taken.

For the most part the above actions have been taken without at least specific Headquarters direction although they have been discussed from time to time with the staff. However, at the present time it seems appropriate to seek policy direction and to recommend certain Washington level actions. Most fundamentally, there appears to be no question that a cleanup and rehabilitation of Eniwetok will be undertaken in the reasonably near future and that the AEC will have an essential and vital role in the planning and execution of that action. It would appear that the Commission's role would be the provision of technical support, advice and assistance to whatever agency is assigned overall responsibility. Pending such assignment it seems clear that the AEC has an obligation to advise and assist from a radiological standpoint any agency which is pursuing a legitimate activity at Eniwetok. NV requires direction as to the extent to which this office should continue to take the initiative in this regard.

With a date certain established for the return of Eniwetok to the Trust Territory, the time available for planning a cleanup has now been fixed and is running. Before a coordinated plan can be developed, responsibility for the plan and for its execution must be assigned. In addition, a far more comprehensive survey of the Atoll must be accomplished. No assignment of responsibility for such a survey has yet been made. Presumably a large part of the rehabilitation effort (including cleanup) will occur after the transfer to the Trust Territory Administration. However, it would seem highly desirable to have the nature, scope and details of the cleanup agreed before the transfer rather than to have to negotiate them later. Included in these agreements should be a common understanding of cleanup standards and criteria.

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Our recent experiences with Eniwetok have demonstrated an urgent need for agency-level coordination of future United States actions pertaining to that Atoll. The visit of the Marshallese in May included senior members of the Trust Territory Administration headed up by the Deputy High Commissioner, the District Administrator of the Marshall Islands District, Micronesian Congressman Ataji Balos (a severe critic of U. S. actions in Micronesia), the Magistrate and a Councilman from Ujelang (the present home of the Eniwetokese), the District Attorney of the Marshall Islands and several attorneys who are in a lawyer-client relationship to the Eniwetok leaders and people. The thrust of the visit, as evidenced by a close-out meeting on May 20th was the urgency of an early return, the determination on the part of the Marshallese to determine their own destiny by drawing up their own specifications for rehabilitation, their dismay at the continuing use of their lands for a variety of apparently unrelated and uncoordinated purposes and, specifically regarding the lawyers, their clear intention to document in detail current and future United States actions for later use in behalf of their clients. (By a separate informal memorandum, this latter point has been brought to the attention of the General Counsel, Hq).

Because there was no designated spokesman for U. S. Government interests at the May 20th meeting and because there were issues and questions of multi-agency concern, my representative who attended at the request of the Deputy High Commissioner accepted responsibility for two actions:

- a. to convey to appropriate national level authorities the need for central U. S. Government coordination of all future actions pertaining to Eniwetok.
- b. to convey to the same authorities the desire and the need of both the Marshallese and, in their behalf, the Trust Territory Administration for current and accurate information regarding United States actions and intentions. (In this connection, it is noted that there is in the tape recorded record of the meeting an acknowledgement by the Deputy High Commissioner that until March 1972 the Trust Territory Administration was not aware of the PACE Program, although quite substantial efforts on that program had then been underway at Eniwetok for some months.)

I believe that the conditions set forth in this memorandum strongly suggest the establishment at the Washington level of a single manager for all future United States actions pertaining

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R. E. Holingsworth

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to Eniwetok. I recommend that the Commission seek to have such a designation made at the earliest possible time in order that timely funding, planning, coordination and execution may replace the currently uncoordinated action-reaction cycle.

for 
Robert E. Miller
Manager

Enclosure:
Highlights (Trust Territory publication)
dated May 1, 1972

cc w/enclosure:
Assistant General Manager for ~~Force~~
Military Application, Hq
Assistant General Manager for
Environment & Safety, Hq
Assistant General Manager for
Administration, Hq

HIGHLIGHTS

OFFICE OF THE HIGH COMMISSIONER
TRUST TERRITORY OF THE PACIFIC ISLANDS
SAIPAN, MARIANA ISLANDS



May 1, 1972

US to Return, Rehabilitate Eniwetok

High Commissioner Edward E. Johnston and U.S. Ambassador Franklin Haydn Williams have issued a joint announcement indicating that the United States Government is prepared to return Eniwetok atoll to the Trust Territory at the end of 1973.

Eniwetok atoll is one of the areas of the Marshall Islands District where the United States has been involved in defense research and development projects since 1946. The people of the atoll were relocated to other islands in the Marshalls, and had recently announced their intention to return to their home island. By the end of this year.

In their statement High Commissioner Johnston and Ambassador Williams said that future Micronesian land needs of the Department of Defense were set forth in the third round of status negotiations which took place in Hawaii last year. "There Ambassador Williams stated that in regard to . . . security related land requirements in the Marshalls, the need for research and development activities at Kwajalein would not disappear in the foreseeable future." The statement added, however, that Ambassador Williams further noted that "it may someday become possible to consolidate our testing activities in the Pacific and concurrently reduce our land interests in the Marshalls."

The announcement said that "the status of Eniwetok has been under study by the various departments and agencies in the United States government ever since the possibility of returning Bikini Atoll was first considered. Over the years, the Department of Defense has been striving to bring its work on Eniwetok to a close. (Now)

During "Promotion Ceremonies" held April 21 at the TT school of Nursing, Mrs. Coleman, wife of the Deputy High Commissioner, pins a cap on Miss Theodora Joseph (Truk). Fifteen girls received caps during the ceremonies. Mrs. Kieko Sigrah of the nursing school staff watches at left.



the United States government has in fact been able to structure its research plans and programs in such a way to permit an early return of the atoll to the people of Eniwetok."

High Commissioner Johnston telephoned Marshalls District Administrator Oscar DeBrum late Tuesday (April 18) to announce the return of the atoll, and indicated that the U.S. government and the Trust Territory administration will begin immediately to work with the people of Eniwetok on a timetable and other plans for a rehabilitation program.

In this regard, the HiCom noted that Deputy High Commissioner Peter T. Coleman was to accompany Ambassador Williams on his trip through the eastern districts, ending in Majuro where he had scheduled meetings with Eniwetokese at the district center. Coleman also planned to overfly the Eniwetok complex on his way to an inspection of Bikini atoll, where the agricultural rehabilitation of that former atomic testing site is now being closed out.

The HiCom said that at some future date the leaders of Eniwetok will be invited to Bikini to observe the rehabilitation program there in action. He said further that the people of Eniwetok will be consulted at every step along the way in the rehabilitation program.

DistAd DeBrum said that he was deeply grateful to the High Commissioner and Ambassador Williams for their long and hard efforts to expedite the return of the atoll to the people. He said he looked forward to the meetings with Deputy HiCom Coleman and to beginning the planning for the reversion of Eniwetok to the Trust

(continued on page 2)

Eleven male nursing students received badges during the "Promotion Ceremonies." Shown in the picture is Mrs. Coleman pinning a badge on Caleb Caleb (Marshalls). This particular ceremony makes these students full-fledged member of the TT Nursing School.



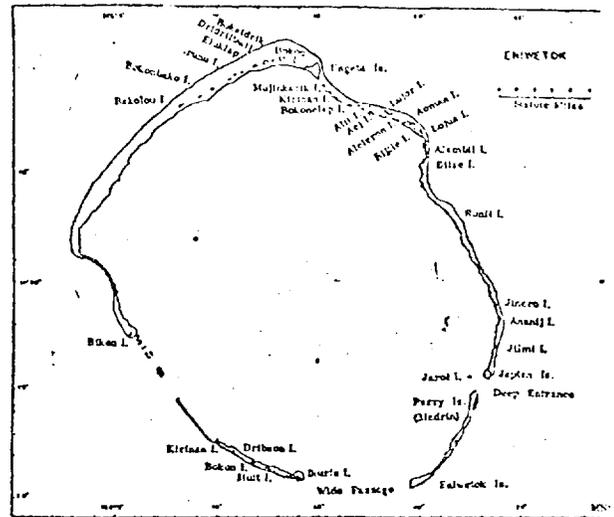
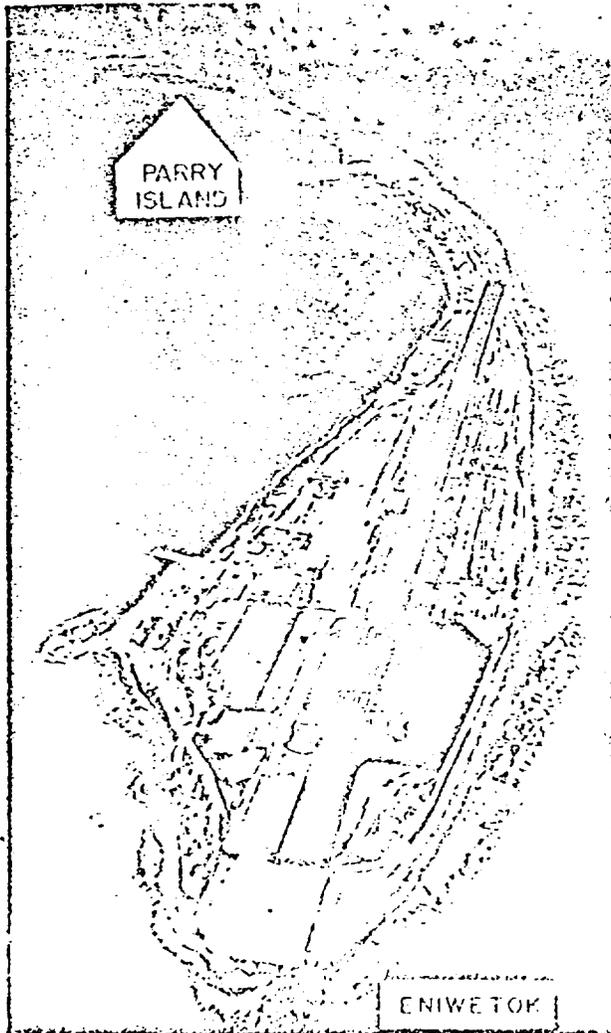
More on Eniwetok

(continued from page 1)

Territory so that the rehabilitation program could get underway.

According to the joint announcement, it will be necessary to carry out the same type of survey, cleanup and rehabilitation procedures that have been used at Bikini. "As an initial step," the announcement said, "the U.S. plans to commence the survey of the atoll probably late this summer. The cleanup and rehabilitation of the three islands--Parry, Japtan and Aniyaanii--in the southeastern part of the atoll, will receive first priority."

Prior to the return of Eniwetok to Trust Territory jurisdiction by the end of 1973, the announcement said, "the United States is completing some research and development testing on the atoll which will not involve nuclear detonations of any type. These tests will in no way interfere with an early commencement of the rehabilitation process and will be completed by the end of 1973."



From Palau ...

The M/V Pacifica left Koror late last month for the Southwest Islands of Palau District, on the regular field trip. However this trip is a special one for the islanders of Sonsorol, Tobi, and Pulo Anna, and has been dubbed "Operation Southwest" by the district administration.

The reason is that the ship is carrying materials and men to construct long-awaited public buildings at those three locations. On board the ship are two prefabricated dispensary buildings, one for Sonsorol and the other for Tobi, and a municipal building for the island of Pulo Anna.

The construction operation is the largest of its kind ever staged in Palau District. The M/V Pacifica is carrying a team of ten men for each of the three islands. These teams will assist in unloading the supplies, and will then remain on the islands for about five to six weeks completing construction of the buildings. The teams are composed of men from the District Public Works Department, the Community Development Division, and the military Civic Action Team in Palau.

The residents of Kayengel Atoll, about sixty miles north of Koror, Palau, have seized another foreign fishing vessel. It is the second time in less than a year that the Kayengel Islanders have apprehended a ship for allegedly violating the waters around their islands.

The latest incident occurred when a boat flying a Nationalist Chinese flag was spotted within the three-mile limit, apparently fishing. The residents who saw the boat notified a Trust Territory Government boat which was doing channel blasting in the vicinity, and the government boat picked up the Magistrate and several men from the village. Together they boarded the Chinese ship, seized her for violation of territorial waters, and held her until district officials could arrive.

On September 16, 1971, the residents of Kayengel seized an Okinawan ship within their territorial waters. That ship was later found guilty of illegal entry and fishing within the three-mile limit, and her owners had to pay a substantial fine before the ship was released.

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FM USAEC NVOO MAHLON E GATES MGR LAS VEGAS NV

TO MAJ GEN FRANK A CAMM AGMMA ATTN CAPT WM GAY WASHDC

AE

BT

UNCLAS OFFICIAL USE ONLY. SUBJECT: ENIWETOK. THIS RESPONDS TO A TELEPHONE REQUEST CONVEYED BY CAPT. WM. GAY TO R. RAY ON JULY 31, 1972 FOR A QUICK LOOK CONCEPTUAL PAPER REGARDING A PRE-CLEANUP SURVEY OF ENIWETOK ATOLL. THE JUDGEMENTS HEREIN ARE THOSE OF IMMEDIATELY AVAILABLE STAFF AND MAY BE SIGNIFICANTLY MODIFIED IF AND WHEN A SURVEY TASK IS ASSIGNED AND A PLANNING MEETING IS CONDUCTED. IN THIS CONCEPT IT IS ASSUMED THAT APPROPRIATE DOD AGENCIES, INCLUDING THE SITE MANAGEMENT CONTRACTOR, WILL BE TASKED TO FURNISH REQUIRED SURFACE TRANSPORTATION AND LOGISTICAL AND ADMINISTRATIVE SUPPORT.

SECTION I - GENERAL SITUATION

IT IS GENERALLY RECOGNIZED THAT THE ISLANDS IN THE SOUTHEAST QUADRANT (ANIYAAVII, JAPTAN, PAPPY AND ENIWETOK) ARE RELATIVELY CLEAN RADIOLOGICALLY AND THAT BOTH THE TRUST TERRITORY ADMINISTRATION AND THE ENIWETOKESE ANTICIPATE THEIR EARLY REHABILITATION AND RETURN.

RECEIVED

1972 AUG

PM 9:46

U. S. ATOMIC ENERGY COMM
TWX UNIT

